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Draft report

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Addendum

Policy directives for the crime programme of the United Nations Office on Drugs and Crime and the role of the Commission on Crime Prevention and Criminal Justice as its governing body, including administrative, strategic management and budgetary questions

1. At its 7th meeting, on 17 April, the Commission considered agenda item 7, entitled “Policy directives for the crime programme of the United Nations Office on Drugs and Crime and the role of the Commission on Crime Prevention and Criminal Justice as its governing body, including administrative, strategic management and budgetary questions”.
2. For its consideration of agenda item 7, the Commission had before it the following documents:
 - (a) Report of the Executive Director on the activities of the United Nations Office on Drugs and Crime (E/CN.7/2008/3-E/CN.15/2008/3);
 - (b) Note by the Secretary-General transmitting the report of the Board of Trustees of the United Nations Interregional Crime and Justice Research Institute (E/CN.15/2008/13);
 - (c) Report of the Executive Director on financial issues and difficulties faced by the United Nations Office on Drugs and Crime in implementing its mandates and an initial assessment of the ways and means of improving the financial situation (E/CN.7/2008/11-E/CN.15/2008/15);

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(d) Report of the Executive Director on programmes and initiatives to be implemented by the United Nations Office on Drugs and Crime in the bienniums 2008-2009 and 2010-2011 (E/CN.7/2008/12-E/CN.15/2008/16);

(e) Note by the Secretary-General on the nomination of members of the Board of Trustees of the United Nations Interregional Crime and Justice Research Institute (E/CN.15/2008/17);

(f) Note by the Secretariat on resolutions and decisions relating to crime prevention and criminal justice adopted in the period 2003-2007 in which action by the United Nations Office on Drugs and Crime was requested (E/CN.15/2008/18);

(g) Report of the Executive Director on deviations from the standard programme support charge of 13 per cent during the period 2005-2007 (E/CN.7/2008/14-E/CN.15/2008/19).

3. The Chairman of the Commission made a statement. An introductory statement was made by the Officer-in-Charge of the Division for Policy Analysis and Public Affairs of UNODC. A representative of the Secretariat also made a statement. Statements were made by the observer for Slovenia (on behalf of the European Union) and the representatives of Canada, Japan and the United States. A statement was also made by the observer for Mexico. The observer for the European Commission also made a statement.

Deliberations

4. Following an introductory statement made by the Chairman of the Commission, the Commission considered the nomination of two candidates, proposed for reappointment and appointment, respectively, as members of the Board of Trustees of the United Nations Interregional Crime and Justice Research Institute.

5. In his introductory statement, the Officer-in-Charge of the Division for Policy Analysis and Public Affairs highlighted the efforts made by UNODC to harmonize the strategy for the period 2008-2011 for the United Nations Office on Drugs and Crime¹ with Secretariat-wide tools such as the biennial programme plan for the period 2010-2011 and the consolidated budget for the biennium 2008-2009. He pointed out that the consolidated budget approved by the Commission on Narcotic Drugs at its reconvened fiftieth session and by the Commission on Crime Prevention and Criminal Justice at its reconvened sixteenth session, in November 2007, had been the first step towards ensuring that the results and result areas identified in the strategy for the period 2008-2011 were measurable and had corresponding indicators of achievement. He introduced the proposed biennial programme plan (A/63/6 (Prog. 13)) highlighting the fact that the strategy for the period 2008-2011 was a substantive document that articulated the mandated tasks of UNODC into three themes, namely the rule of law, policy and trend analysis, and prevention, treatment, reintegration and alternative development, while the strategic framework and the consolidated budget were closely tied to an approved UNODC organizational structure and linked with resource allocation. He introduced the report of the Executive Director on the activities of the United Nations Office on

¹ Economic and Social Council resolution 2007/12, annex.

Drugs and Crime (E/CN.7/2008/3-E/CN.15/2008/3) and the report of the Executive Director on programmes and initiatives to be implemented by the United Nations Office on Drugs and Crime in the bienniums 2008-2009 and 2010-2011 (E/CN.7/2008/12-E/CN.15/2008/16).

6. Another representative of the Secretariat explained that few if any United Nations programmes had a budget and funding structure as fragmented as that of UNODC. Despite an integrated programme of work, UNODC had separate voluntary funds for the drug programme and the crime programme, with their budgets approved by different commissions. Yet, the General Assembly approved an integrated regular budget for the drug programme and the crime programme. Each voluntary fund had three further components: general-purpose or non-earmarked funds; special-purpose or earmarked funds; and programme support charges on the special-purpose funds. The level of non-earmarked contributions did not match the requirements of UNODC, especially as regards the field office network. Regular budget and general-purpose resources were not sufficient to secure implementation of programmes and the sustainability of UNODC activities implemented with special-purpose resources. While earmarked voluntary contributions had grown considerably, which could be viewed as reflecting confidence in the programme, regular budget resources had remained static in absolute terms and non-earmarked funds had declined. Thus, the issue was not the overall funding level, which was buoyant, but the funding mix. The absolute and relative decline in general-purpose funds and the limited donor base had created special challenges. The report of the Executive Director on financial issues and difficulties faced by the United Nations Office on Drugs and Crime in implementing its mandates and on initial assessment of the ways and means of improving the financial situation (E/CN.7/2008/11-E/CN.15/2008/15) contained a number of options on how to address those challenges for the consideration of the Commission, including the establishment of an open-ended intergovernmental working group to assess the situation and to chart the way forward.

7. Several representatives noted the integrated approach portrayed in UNODC strategic documents, stressing that an even more integrated approach was required to address the increasing links between organized crime.

8. Crime prevention was mentioned by several speakers as being a key area of focus, deserving full attention. In particular, reference was made to strengthening the prevention of organized crime and corruption, the development of systems of reliable crime statistics and the improvement of knowledge of organized crime.

9. Speakers welcomed efforts by UNODC at instituting result-based management and the work of its Independent Evaluation Unit. They stressed the need to continue efforts to reform UNODC management and governance, in particular those aimed at enhancing efficiency, transparency and accountability. They expressed continued support for project cycle management initiatives undertaken by UNODC. It was stated that successful implementation of those initiatives would lead to a result-oriented culture in UNODC.

10. UNODC was encouraged to utilize the strategy for the period 2008-2011 as a programming guide. One speaker suggested that the strategy be used to streamline the project portfolio, reducing the number of small projects and programmes having limited impact. Speakers generally welcomed the efforts of the UNODC to

implement the strategy, asking that projects and programmes be related to concrete results as identified in the strategy, within clearly defined time frames and using performance indicators. They further asked that adequate attention be paid to strengthening knowledge management, coordination and strategic partnerships. One speaker praised the recently developed partnership between UNODC and the United Nations Fund for International Partnership and expressed the hope that such ventures to broaden the donor base would continue. The need to design an implementation plan in line with the strategy was underlined.

11. Support was expressed for the establishment of an open-ended intergovernmental working group to improve the governance structure and financial situation of UNODC, similar to what had been decided by the Commission on Narcotic Drugs at its fifty-first session. Reference was made to a number of areas that such a working group could focus on.

12. The observer for Slovenia, speaking on behalf of the European Union, indicated that UNODC partnerships with other United Nations entities could contribute to system-wide coherence, in the context of the current United Nations reform process.

13. Several speakers underlined the importance for the Commission on Crime Prevention and Criminal Justice, in its role as governing body of UNODC, to give policy guidance to the crime programme of UNODC and to monitor its activities, a role that had not always been fulfilled.

14. One representative indicated that UNODC should ensure that any activities related to emerging policy issues on countering crime focused on the nexus with the Organized Crime Convention and the Convention against Corruption and that Member States were properly consulted concerning the development of new initiatives to raise the profile of those two conventions and the protocols to the Organized Crime Convention and that that should take place in consultation with the conferences of the parties to those conventions. In that connection, another speaker noted that an in-depth discussion was required to ensure proper follow-up to the momentum generated by the Global Initiative to Fight Human Trafficking.

15. A number of speakers expressed concern with regard to UNODC mandates that remained unfulfilled, as documented in the note by the Secretariat on resolutions and decisions relating to crime prevention and criminal justice adopted in the period 2003-2007 in which action by the United Nations Office on Drugs and Crime was requested (E/CN.15/2008/18).

16. One speaker, commenting on the organization of the sessions of the Commission, noted, among other things, that the Commission decided at each session on the agenda items and topics for the thematic discussion for its next session and that the time allotted for the pre-session consultations should be fully utilized by the Commission. She emphasized that the Member States should abide by the earlier decision of the Commission that draft resolutions be submitted well in advance, allowing representatives adequate time for consultation with their Governments. She urged Member States to include in their delegations experts who were in a position to contribute substantively to the work of the Commission and empowered to make decisions.

17. One speaker expressed concern about the lower priority that UNODC seemed to be placing on East and South-East Asia and expressed the hope that activities in that region would be stepped up.

18. Several representatives sympathized with the plight of UNODC in seeking predictable and stable resources and welcomed the creation of an open-ended intergovernmental working group on those issues. It was important for UNODC to receive adequate funding, including general-purpose contributions. The allocation of less than 1 per cent of the regular budget of the United Nations to UNODC made the activities of the Office overly dependent on earmarked voluntary contributions. One speaker noted that enhanced transparency of finances would improve the efficiency of UNODC programmes and could result in the Office receiving increased allocations from the regular budget of the United Nations. One speaker expressed concern about the indicative funding model being proposed as one of the options for consideration by the Commission in the report of the Executive Director and stressed that voluntary contributions should remain voluntary. Another speaker shared that concern and expressed the hope that general-purpose contributions, which his Government had been contributing in large measure over the years, would also allow sufficient funding for field offices, including in East and South-East Asia.

19. Another speaker expressed the view that the UNODC funding model was not working and that a number of mandates remained unfulfilled. She suggested prioritizing mandates and requesting the Fifth Committee and the Advisory Committee in Administrative and Budgetary Questions to find a solution for the financial predicament of UNODC. Consideration should also be given to the concept of pooled funding and keeping a percentage of total contributions for general purposes. The indicative funding model, however, required further consideration and the idea of a pledging conference for general-purpose funds did not appear feasible, as such conferences were more appropriate for crisis or emergency situations.

20. One speaker noted with interest the idea of the Commission on Narcotic Drugs and the Commission on Crime Prevention and Criminal Justice holding joint sessions to review the consolidated budget and viewed that as a way to decrease the burden on the Secretariat and free resources for other meetings.
